

Draft

(revised 4/20/03)

Matoaca Village Plan**Introduction****Study Area Boundaries**

The boundaries of the Matoaca Village Plan include Hickory Road to the north, the Appomattox River to the south, the boundary of the Ettrick Village Plan to the east, and Little and Church Roads to the west. The study area includes approximately 6.7 square miles, or about 1.5 percent of the land area of the County.

Magisterial District

The Plan study area lies within the Matoaca Magisterial District.

How this Plan works

The Matoaca Village Plan amendment, once adopted by the Board of Supervisors, will become part of The Plan For Chesterfield, the County's comprehensive plan. The Plan For Chesterfield is used by County citizens, staff, the Planning Commission and Board of Supervisors as a guide for future decisions affecting the County including, but not limited to, decisions regarding future land use, transportation networks and zoning actions. Once the Matoaca Village Plan is adopted, it will replace a small portion of the current Southern and Western Area Plan (adopted in 1993 and amended in 1994). It will also amend the Thoroughfare Plan.

Staff Analysis

The Planning Department, in conjunction with other County Departments, assessed existing conditions within the Matoaca Village study area and performed a land use analysis to anticipate development trends in the area to the year 2020. The results were summarized and shared with public officials and interested citizens. These assessments and analyses, together with input from public officials and citizens, serve as the basis for the following key findings and recommendations. A summary of the existing conditions assessment and an analysis to anticipate development trends is available from the Chesterfield County Planning Department (Matoaca Village Plan - Summary of Existing Conditions and Trends). The complete texts of the assessment and analysis are also available in separate documents. These documents are entitled Matoaca Village Plan Study Area - Existing Conditions and Issues and Matoaca Village Plan Study Area - Land Use Analysis, 2000 to 2020. In addition, the Executive Summaries and various analyses for the Southern and Western Area Plan, as well as the Plan itself, were reviewed and relevant elements were incorporated into the Matoaca Village Plan amendment. These Executive Summaries, analyses, as well as the Southern and Western Area Plan are also available in separate documents.

Citizen Participation

Planning Department staff, together with representatives of other County Departments, met with area residents, community groups, property owners and business persons to discuss the Plan amendment process. Citizens shared concerns and ideas with staff and offered suggestions that serve as part of the basis for the following Goals and Recommendations.

A Plan for Action

The Matoaca Village Plan should guide future development in ways that provide maximum benefits to Chesterfield County's current and future citizens, land owners, businesses and development community. Specifically, the Code of Virginia defines the primary purpose of the Comprehensive Plan as follows:

To guide and accomplish a "coordinated, adjusted and harmonious development" of County lands "which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare" of County citizens.

The Land Use Plan makes no attempt to determine the current or short-term marketability of any one parcel for any one use. Rather, it attempts to anticipate future needs for broad categories of uses throughout the study area for the next twenty years. In addition, the Plan does not rezone land, but serves as a guide for making decisions relative to future rezoning applications. The Plan may also suggest Ordinance amendments and other actions, such as corridor and village design studies and historic designations, which benefit the County. Finally, the Plan attempts to suggest the proper relationship of land uses to one another and to the wider community. Market forces (availability and price of land, location, character and age of competing businesses, site specific characteristics such as topography and visibility from roads, accessibility to roads, etc.) would decide the desirability of a specific use on one parcel over another, as well as the timing for developing such use, based on the principle of 'highest and best use'. The zoning process would determine the appropriateness of such use on a case-by-case basis by applying principals of desirable land use development patterns and adequacy of public facilities embodied in the Comprehensive Plan.

To this end, the Planning Commission and Board of Supervisors have incorporated into Plan amendments certain guidelines that promote development patterns which facilitate the orderly, harmonious, predictable and efficient use of the County's most limited resource - - the 446.5 square miles of land and water within its boundaries. These guidelines, as they apply to specific Plan areas of the County, are embodied in the Goals and Recommendations of adopted Plan amendments.

Goals and Recommendations

Matoaca Village Plan Area

The Introduction to the Plan For Chesterfield encourages the shaping of Chesterfield's communities by molding development into well-designed and attractive communities of special character. To this end, the Introduction suggests that functionally and visually distinct communities and historic villages (such as the Village of Matoaca), together with surrounding natural resources and rural character, should be preserved. As people continue to move into the Matoaca Village study area, the future of the Village as a distinct, historic community, as well as the future of its surrounding rural character, could be jeopardized unless future growth is directed in a manner that respects, preserves and reinforces the Village's traditional appearance, scale, form and function. To these ends, the Land Use Plan, Thoroughfare Plan, and Goals and Recommendations outlined herein are designed to encourage examination of the character of existing and anticipated development in and around the Village and to suggest ways in which the relevant elements of the Introduction to the Plan For Chesterfield may be implemented for the study area.

The Goals and Recommendations that most appropriately apply to the Matoaca Village Plan study area are:

Goal 1

Ensure that office and commercial development and redevelopment within the Matoaca Village Core village commercial area promote and enhance the visual appeal of the Village: Part of the Village Core (River Road, between Halloway Avenue and Matoaca Road) is identified as a visual resource area within the Southern and Western Area Plan. As such, the Zoning Ordinance requires that new development and redevelopment within this area be designed to protect visual resources against encroachment, degradation or destruction 'to the maximum extent practicable'. As people continue to move into the area, the future of the Village Core as a distinct, historic visual resource could be jeopardized unless future growth is directed in a manner that respects, preserves and reinforces the Village's traditional appearance, scale, form and function.

Recommendation

- Adopt design guidelines for future office and commercial development within the Matoaca Village Core village commercial area.

The Introduction to the Plan For Chesterfield encourages the preservation and enhancement of historic villages. Additional development standards for the Matoaca Village Core would help ensure that the Village's distinctive visual character is preserved. Of special interest are properties within the village commercial area, which provide a traditional center or focus and activity within the Village.

Limitations and opportunities:

Existing zoning and land use patterns within the study area reflect a mix of residential and agricultural zoning and land uses, with a cluster of commercial and public/semi-public uses along River Road in the vicinity of Pickett Avenue, within the Village Core. Opportunities exist to preserve and enhance the existing function and visual appeal of the village commercial area as the center or focus for social and commercial activity within Matoaca Village.

Goal 2

Provide a green belt around the Matoaca Village Core as a framework to provide a land use transition between the Core and anticipated surrounding development. Providing a green belt around the Matoaca Village Core would preserve the existing rural and traditional residential setting along the approaches to the Core (River Road, Wells Street, Halloway Avenue and Matoaca Road). Specifically, a green belt would identify that area around the Village Core consisting of rural (farming activities and natural areas) and traditional residential development (residences of varied age, size and architecture, sited on parcels of varied size and with varied setbacks from roads), which defines the edges of the Core. These areas should be targeted for preservation to prevent encroachment on the Village Core from more typical, mid-to-late 20th Century-type subdivision development.

Recommendations

- Reduce the suggested density (Southern and Western Area Plan) of future residential development within the green belt where rural and traditional residential uses characterize the existing development pattern.
- To ensure that new residential developments within the green belt preserve existing rural vistas, require conservation subdivisions as a framework to protect the natural environment and scenic values, and to provide land use transitions
- Promote land donations and conservation easements as means to preserve the existing rural landscape within the green belt.
- Identify properties within the green belt as prime areas for preservation from development and participation in a purchase of development rights program.

The Matoaca Village Core has a small town or rural village character that is distinct from the more typical, suburban residential pattern of development that is occurring throughout much of the County. This distinction offers an opportunity to reinforce the Core and surrounding area as a well-defined place.

Limitations and opportunities:

The Village Core is bounded to the north by Old Town Creek, to the south by the Appomattox River, and to the east and west by agricultural uses and by single-family residences on acreage parcels fronting area roads. Old Town Creek and the Appomattox River have floodplains and other potentially environmentally sensitive areas that may limit future development and define the Village Core as a distinct area with a sense of 'place'. In addition, the floodplains are heavily forested with mature vegetation, while the road frontage bounded by these features is largely cleared and developed for residences, public/semi-public buildings (an elementary school, a fire station and churches), and neighborhood business uses, further enhancing the distinction. The agricultural uses and residences along area roads outside the Core provide a mix of housing styles and rural and semi-rural settings representing more than a hundred years of development pattern predating the mid-to-late twentieth century suburban development now prevalent throughout much of the County. Opportunities exist to preserve the existing rural and traditional residential setting that surrounds the Village Core that help to define it as a distinct place.

Goal 3

Update the Visual Resources Analysis to include areas adjacent to, and outside the ultimate rights of way of, existing and planned thoroughfare roads within the Matoaca Village Plan geography as scenic corridors: The Visual Resources Analysis, adopted with the Southern and Western Area Plan, seeks to identify and preserve visual resources to the maximum extent practicable.

Recommendations

- Adopt the recommended update to the Visual Resource Analysis, to include existing and planned thoroughfare roads within the Matoaca Village Plan geography as scenic corridors.
- Reduce the suggested density (Southern and Western Area Plan) of future residential development along these corridors where rural and traditional residential uses characterize the existing development pattern.
- Ensure that new residential developments along scenic corridors preserve existing rural vistas by requiring conservation subdivisions as a framework to protect the natural environment and scenic values.
- Promote land donations and conservation easements for lands outside the ultimate rights of way of thoroughfare roads as means to preserve the existing rural landscape.

In conjunction with the Southern and Western Area Plan, a visual survey was undertaken to identify visually significant points, views and corridors. This analysis resulted in the Visual Resource Analysis, which inventories these resources. Subsequent to the adoption of the Southern and Western Area Plan, the Zoning Ordinance was amended to require that new development and redevelopment on properties identified in the Visual Resource Analysis be designed to protect

the identified visual resources against encroachment, degradation or destruction ‘to the maximum extent practicable’.

Limitations and Opportunities:

As the County continues to grow and develop, the rural character of the study area will be impacted by anticipated changes in land use patterns. However, by continuing the work that began with the Southern and Western Area Plan, opportunities exist to ensure that the existing rural character, as viewed from area roads, is preserved for the enjoyment of area residents and future generations.

Goal 4

Preserve identified resources from new development through a Countywide purchase of development rights program: Purchase of development rights programs have been established in other Virginia localities as one tool among many in the effort to preserve visually and functionally distinct areas from loss to new development or redevelopment. Any such program developed and implemented for the Matoaca Village study area could have wider applications throughout the County.

Recommendation

- Develop a Countywide purchase of development rights program to identify properties that should be preserved from new development and to encourage owners of such properties to participate in such preservation efforts by compensating them for loss development potential.

Given the emphasis that the adopted Introduction to the Plan For Chesterfield places on preserving historic villages, natural resources and rural beauty, a public/private partnership should be forged between the County, citizens and property owners to identify, protect and preserve these amenities for the enjoyment of County residents, visitors and future generations.

Limitations and opportunities:

Past efforts to preserve village, historic, natural and rural resources while accommodating development have often met with limited success or disappointing results. In many instances, resources have been irretrievably lost or degraded to make way for progress, as measured by indices that do not account for the value of such resources. If these resources do have value to the community, they should be preserved. This value, when measured against the value of a property's development potential, may require fair and just compensation to the property owner.

Goal 5

Where new residential development is appropriate, ensure that such development maintains the visual appeal of the study area as a rural setting: As people continue to move into the area and new subdivisions develop, the future of the existing rural setting could be jeopardized unless future growth is directed in a manner that respects, preserves and reinforces the existing rural character.

Recommendations

- Reduce the suggested density (Southern and Western Area Plan) of future residential development for areas where agricultural zoning and uses characterize the existing development pattern.
- Ensure that new residential developments preserve existing rural vistas outside the ultimate rights of way of thoroughfare roads and build healthy neighborhoods of unique character by requiring conservation subdivisions as a framework to protect the natural environment and scenic values, to provide land use transitions, and to provide outdoor recreational opportunities for area residents.

As new subdivisions develop within the study area, the existing rural landscape is in danger of being lost if the resulting residential landscape is allowed to develop in a typical suburban pattern that ignores these features. Additional development standards for the study area would be appropriate to ensure that the existing natural and rural character is preserved. In particular, conservation subdivisions, which are designed to preserve existing land forms, natural resources and rural vistas, provide opportunities to develop neighborhoods of unique character through the preservation of existing natural, cultural and historic resources, while allowing residential development to occur at densities suggested by the Plan.

Limitations and opportunities:

Existing zoning and land use patterns within much of the study area reflect a mix of residential and agricultural zoning and land uses. When viewed from public roads, this pattern provides a glimpse into the County's disappearing rural past which many residents and visitors find attractive. However, as people move into the area to live near and enjoy this rural pattern of development, they threaten to destroy the natural and rural beauty that attracted them to the area. Opportunities exist to preserve the existing visual appeal of the study area before this appeal is lost to new development.

In particular, the Southern and Western Area Plan suggests residential density of 2.5 units per acre throughout the majority of the study area (part of the sewerable area identified on the Southern and Western Area Plan). The numbers of potential residences that could be built at this density would have an adverse impact on the existing rural landscape, as well as on the shape, form and 'feel' of the Village Core and surrounding areas. Specifically, typical single-family residential subdivision development could potentially replace the village character of the Core, as well as the rural character of the surrounding areas. However, reducing the suggested density

for new residential development, together with encouraging new subdivision designs that are sensitive to the existing rural setting, would promote preservation of visual resources and create neighborhoods of unique character by preserving the unique features of the land as well as significant elements of the existing rural development pattern.

Goal 6

Protect and preserve historic and cultural resources: Sites within the study area have historic or cultural significance. These include the remains of 19th Century mills and homes, and early 20th Century structures. In particular, within the Matoaca Village Core (an area of about 292 acres), 103 historic structures and sites have been identified, including 18th, 19th and early 20th Century homes, mills, churches, cemeteries and commercial buildings.

Recommendations

- Develop a Matoaca Village historic resources inventory and preservation strategy, together with a framework for its implementation.
- Work with the property owner(s) of identified sites of significant historic, architectural, archaeological and/or cultural interest to have such properties designated as County, State, or Federal Landmarks.
- Develop and promote a County Historic District designation for the Matoaca Village Core.
- Encourage the preservation of identified historic structures by allowing adaptive reuse that is compatible with existing and anticipated area development.

The Introduction to the Plan For Chesterfield encourages the identification and preservation of lands, sites and structures that have archeological and/or historic significance. To this end, Comprehensive Plan amendments attempt to identify structures and sites within study area boundaries that have historic or cultural significance. Protection of such structures and sites offer the best opportunities for presenting and interpreting the County's historic and cultural heritage.

Limitations and opportunities:

The Village of Matoaca began as a small mill town in the 1830s, located near the terminus of a system of canal locks along the Appomattox River. By 1836, the town had a cotton mill and a paper mill (both were three-story, granite structures), a machine shop, a sizing house, and between fifteen to twenty tenement houses, some of which were double tenements. Matoaca Methodist Church was organized in 1842 and Providence Baptist Church (later Matoaca Baptist) was established in 1858. Later in the 19th Century, a mill of brick construction was erected. Matoaca remained a company town until after the Civil War, when private houses began to be built. At the beginning of the 20th Century, an electric streetcar line from Petersburg was extended along the south bank of the Appomattox River to a tract of land in Dinwiddie County, opposite the Village, and in 1912 an iron truss toll bridge was built across the river. By 1920, all

the mills had closed. The population of Matoaca Village declined, and many of the structures were abandoned, fell into disrepair, and were demolished. By the 1960's, suburban growth in southern Chesterfield County had occurred as far west as Matoaca Village, which now serves as a nucleus for this growing residential community.

Most 19th Century structures, including the original manufacturing facilities, are demolished or in ruins. However, a number of 19th Century structures are still standing, including several double tenements and mill structures, which are still occupied by current Matoaca Village residents. In addition, many early-to-mid 20th century structures (homes, churches, stores, etc.) compliment the inventory of historic and culturally significant resources of Matoaca Village, providing a sense of continuity and contributing to the Village's distinct sense of history and place.

Goal 7

Ensure that new residential proposals are representative of, and compatible with, existing and anticipated area residential development: Actions that stabilize and improve the health of existing neighborhoods forestall decline and blight and contribute to the overall health of the larger community.

Recommendation

- Use the Plan and the zoning process to encourage new residential subdivisions with sole access through an existing or planned subdivision to meet or exceed the average lot size of, and have a density equal to or less than, the existing subdivision.

Residential developments of varying densities and lot sizes encourage variety in residential areas and offer County citizens a choice of neighborhoods, living environments and lifestyles.

Limitations and opportunities:

New subdivisions developing within the study area increase the availability of housing in this part of the County. However, such residential development should be designed to protect existing neighborhoods and enhance the larger community.

Goal 8

Continue to require the mandatory use of the public water and wastewater systems: Use of the public water and wastewater systems will allow a flexibility of development that would not otherwise be possible.

- Amend the Subdivision and Utilities Ordinances to require mandatory connection to the public water and wastewater systems.

Limitations and opportunities

The Matoaca Village Plan study area is taken from the geography of the Southern and Western Area Plan. The Southern and Western Area Plan identified this part of the County as having adequate public water and wastewater service to serve future anticipated development, and recommended that the public water and wastewater systems be used. Subsequently, the Subdivision and Utilities Ordinances were amended to require use of the public water and wastewater systems.

Goal (Awaiting Transportation Department)

Provide a safe, efficient and cost effective transportation system:

RecommendationsLimitations and opportunities

Land Use Categories

Residential (0.5 dwelling per acre or less) suitable to R-88 zoning

Residential (1 dwelling per acre or less)

Residential (1.5 dwelling per acre or less)

Residential (2.5 dwellings per acre or less)

Residences, and places of worship, schools, parks and other similar public and semi-public facilities.

Village Core

A traditional center of the community, comprised of a cohesive mix of residential, civic, religious, and commercial uses which are arranged along a main street and intersecting streets.

A Village Core possesses a unique character that has evolved over time, reflecting a community's economic, social and cultural changes, and is defined by the mix of activities that take place there.

Villages are not frozen in time, but evolve over the years with changes in the community. Such changes should be guided in ways that allow the Village Core to retain its unique sense of place. Specifically, a successful Village Core retains a sense of place and community through the ways that various growth issues are handled, such as: the type and character of commercial and residential infill allowed within the Core; where new residential growth areas are located; and where new commercial development would best fit within the Village fabric. Strip commercial development, as well as typical suburban single-family residential subdivision patterns, are typically not consistent with the pattern of development within historic Villages and can detract from the unique attractiveness of the existing Village Core.

The following characteristics help define the Village Core for the purposes of guiding future development and redevelopment in ways that preserve and enhance the Core as the heart and focus of a distinct community and place:

A traditional center of socio-economic activity, with a mix of uses (commercial, civic, religious, and residential).

Development densities are not interrupted (although there may be some public space, like a park or green, within the Village Core).

Development densities are consistently more compact than development outside the Village Core.

Commercial activities are within, and part of, the traditional development pattern, and not on the outskirts. Such activities are smaller in scale than typical suburban commercial development, are pedestrian-oriented and incorporate design features that minimize views of parking facilities from public roads and area residences.

The existing scale, site characteristics and architecture of commercial, institutional and residential buildings reflect patterns that occurred prior to the suburban patterns that evolved during the mid-to-late Twentieth Century.

In general, new development and redevelopment should be modeled on the scale, site characteristics, architecture and pattern of development that predominate within the Village Core.

Village Commercial

The traditional social and commercial center of a village, comprised of a mix of residential, civic, religious, and commercial uses which are arranged along a main street and intersecting streets. A village commercial area should possess a unique character that has evolved over time, reflecting a community's economic, social and cultural changes, and is defined by the mix of activities that take place there.. (O-1 and C-2)

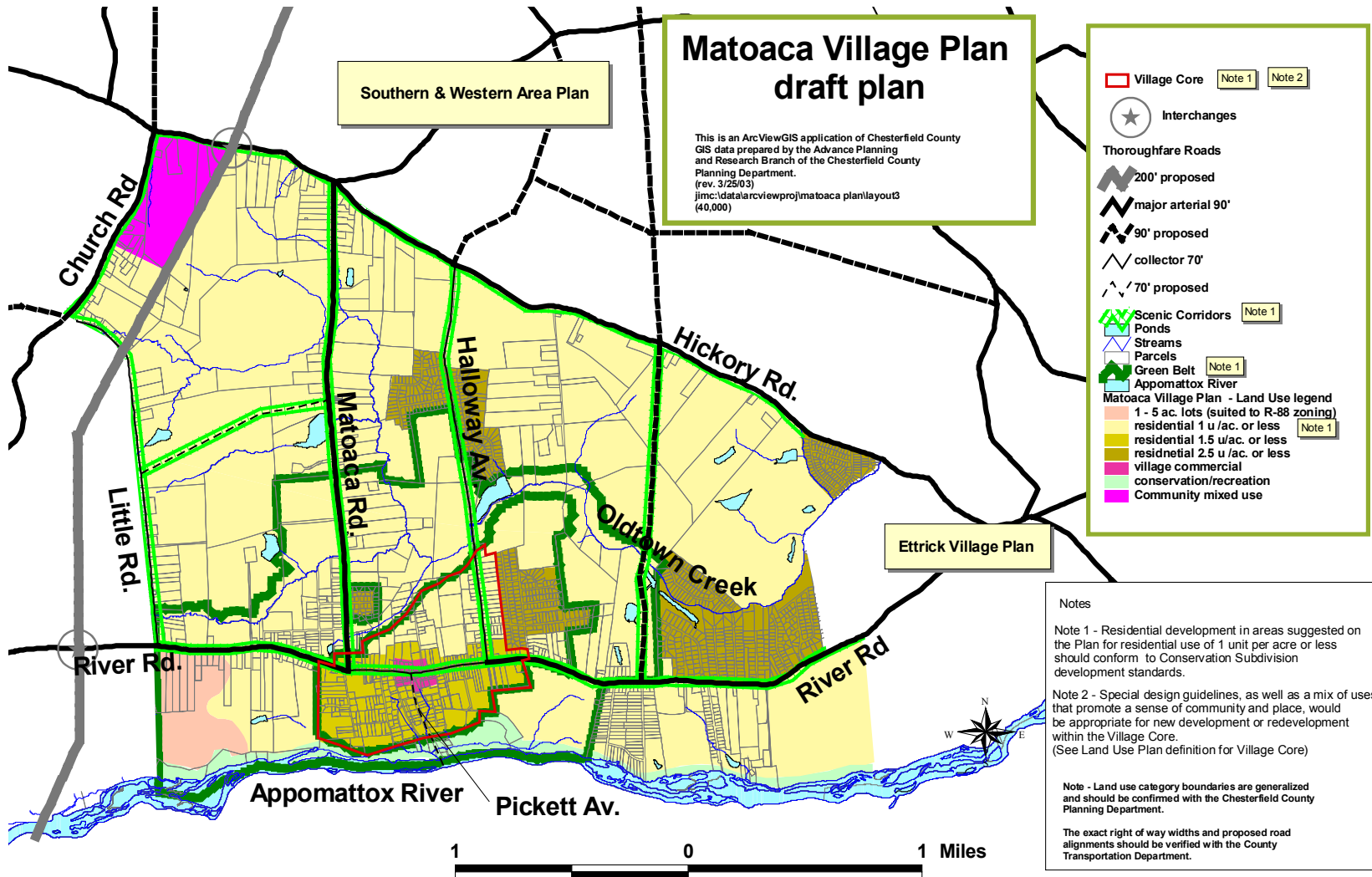
Community Mixed Use Center or Node

Community scale commercial uses, including shopping centers, service and office uses that serve community wide trade areas, and residential uses of various types and densities may be appropriate if part of a larger mixed use project and the design is integrated with other uses. The size and location of centers, and the mix of uses, should be determined in part by market area, availability of adequate access to the transportation system, and availability and suitability of land. In general, however, community-scale mixed use centers should be between fifty and seventy-five acres, be located at the intersections of major arterial roads. Intersections should be analyzed to determine which quadrant is best suited (through detailed analysis of land assembly, access, impact on established or residents or other significant factors) for a center, and the center should be located only on the superior site. Commercial uses should be located at one corner of the intersection and be surrounded by office and residential use transitions. (C-3)

(Note: An analysis of the intersection of Hickory Road with a future limited access road suggests that the best location for the Community Mixed Use Center or Node is in the southwest quadrant of the intersection of these roads.)

Conservation/recreation

Under circumstances that ensure compatibility with existing and/or anticipated area residential development, publicly owned land or land held in public or private trust for the purpose of preserving and promoting its natural function, character and/or historic significance (such as floodplains, wildlife habitat, open space, conservation areas, historic sites, etc.). Public access for recreational purposes may also be appropriate. Should such land be transferred to private ownership or other uses, the appropriate uses would be those that are compatible with surrounding existing or anticipated development.



Draft Thoroughfare Plan – Awaiting Transportation Department